

## BEFORE THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA

	)
Order Instituting Rulemaking to	) Rulemaking 04-04-026
Implement the California Renewables	) (Filed April 22, 2004)
Portfolio Standards Program.	)
	)

SAN DIEGO GAS & ELECTRIC COMPANY (U 902 E) COMMENTS ON PROPOSED DECISION REGARDING PETITION FOR MODIFICATION OF DECISION 04-06-014

> AIMEE M. SMITH 101 Ash Street, HQ-12 San Diego, CA 92101 Phone: (619) 699-5042 Fax: (619) 699-5027

E-mail: amsmith@sempra.com

Attorney for SAN DIEGO GAS & ELECTRIC COMPANY

June 11, 2007

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## I. INTRODUCTION AND BACKGROUND

In accordance with Rule 14.3 of the Rules of Practice and Procedure of the California Public Utilities Commission (the "Commission"), San Diego Gas & Electric Company ("SDG&E") hereby submits these comments concerning the proposed decision of ALJ Mattson, *Opinion on Petition for Modification of Decision 04-06-014 Regarding Process for Changing and Lifting Restrictions on Designated Standard Terms and Conditions*, issued on May 22, 2007 (the "PD").

The PD responds to the petition for modification ("PFM") filed by Pacific Gas & Electric Company ("PG&E") and Southern California Edison Company ("SCE") seeking clarification of the process by which parties may revise the standard terms and conditions ("STCs") adopted in D.04-06-014 for renewable portfolio standard ("RPS") contracts, including those STCs designated as "non-modifiable." The PD rejects the request that restrictions on negotiation of STCs be eliminated, and provides guidance regarding the extent to which the advice letter process may be used to seek approval of RPS contracts.

As SDG&E explains below, the PD must be revised to provide greater clarity concerning the procedural vehicles available for seeking revisions to non-modifiable STCs proposed on a generic basis versus those proposed in an individual case. In addition, modification of the PD is required in order to make clear which RPS contracts may be submitted for approval via advice letter and to provide more definitive direction concerning when the need for an application filing is triggered.

# II. THE PD MUST BE REVISED TO CLARIFY THE PROCEDURAL VEHICLES AVAILABLE FOR SEEKING REVISIONS TO NON-MODIFIABLE STANDARD TERMS ON A GENERIC VERSUS INDIVIDUAL BASIS

The PD appears to establish two separate procedural tracks for requesting approval of a revision to "non-modifiable' STC. Where the revision is "generic" – *i.e.*, where the party seeking the revision intends the revision to apply uniformly to all future RPS contracts entered into by that party – the PD identifies the preferred procedural vehicles for seeking approval of such generic change as (i) the filing of a petition for modification of D.04-06-014; (ii) filing late comments on the August 21, 2006 Scoping Memo in R.06-05-027, which identified STCs as an issue upon which parties should comment; or (iii) requesting that the issue of STCs be included in an amended or future scoping memo in R.06-05-027 or a successor RPS proceeding and proposing the recommended revision in that context. Where a revision appears in an individual RPS contract as the result of negotiation and is not intended to be incorporated into all future RPS contracts, the PD concludes that parties may "present those changes by an [Advice Letter] for Commission review of the contract."

PD, p. 14.

 $<sup>\</sup>frac{1}{2}$  *Id.* at p. 27.

While the distinction drawn by the Commission between procedural treatment of revisions to non-modifiable STCs proposed on a generic basis versus those proposed in an individual case is fairly clear from the discussion contained in the PD, SDG&E notes that minor revisions to the PD would remove any potential for confusion on this point. Specifically, as detailed in Attachment A hereto, SDG&E recommends that the PD be revised to include an express statement to the effect that the PFM/Scoping Memo procedural approach is appropriate where the revision sought is generic in nature. This will avoid misinterpretation of the decision as requiring a PFM or other more time-consuming process where a party seeks to revise a non-modifiable STC contained in an individual contract and does not intend to incorporate the provision in all future RPS contracts.

## III. THE PD MUST BE REVISED TO CLARIFY WHICH RPS CONTRACTS MAY BE SUBMITTED FOR APPROVAL VIA ADVICE LETTER

The PD provides that "each RPS contract may be submitted for Commission consideration by AL." It is not entirely clear, however, to which RPS contracts this statement refers. Specifically, the PD does not address whether the advice letter process may be used for RPS contracts resulting from bilateral negotiations or from non-RPS all-source solicitations. Accordingly, SDG&E requests that the PD be revised to clarify whether the advice letter process may be used for (i) RPS contracts resulting from RPS solicitations; (ii) RPS contracts resulting from bilateral negotiations; and (iii) RPS contracts resulting from all-source solicitations. For the sake of consistency and in order to facilitate execution of RPS contracts in order to meet the 20% by 2010 goal, SDG&E recommends that *all* RPS contracts, regardless of source, be subject to the same advice

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<sup>&</sup>lt;sup>3</sup>/ *Id.* at p. 36, Conclusion of Law #5.

letter approval process and that approval via the application process be required only where the Energy Division concludes that the advice letter process is not appropriate.

## IV. THE PD MUST BE REVISED TO PROVIDE CLEAR DIRECTION CONCERNING WHEN THE NEED FOR AN APPLICATION FILING IS TRIGGERED

The PD endorses the view that "the [Advice Letter] process is the most appropriate and expeditious way to consider RPS contracts, *including those with STCs which vary from those currently designated as non-negotiable.*" Eliminating needless delay and inefficiencies in the RPS contract approval process is critical to the utilities' ability to achieve the 20% by 2010 target and, indeed, to the ultimate success of the RPS program. The PD acknowledges this fact by ensuring streamlined review of RPS contracts – including where approval is sought of RPS contracts proposing revisions to non-modifiable STCs. The PD creates confusion on this point, however, by offering the conflicting conclusion that that in most instances Advice Letters seeking approval of RPS contracts that include revisions to non-modifiable STC(s) must be rejected and that such contracts must be submitted via the application process. <sup>5/2</sup>

The PD directs the Energy Division to reject Advice Letters "that present a material issue of fact or law, a material issue relative to public policy or the public interest, or otherwise present an issue which justifies further scrutiny which is not addressed best using the AL process." This standard, which is extremely broad and ill-defined to begin with, when coupled with an apparent bias against approval of Advice

 $<sup>^{\</sup>underline{4}'}$  *Id.* at p. 26 (emphasis added).

See, *id.* at p. 29.

PD, pp. 36, Conclusion of Law #5.

Letters submitting contracts with revised non-modifiable STCs, would result in a de facto requirement that all such contracts be submitted via application. This plainly conflicts with the PD's conclusion that the Advice Letter process is the most appropriate and expeditious way to consider RPS contracts.

The PD is contradictory in that it simultaneously leaves the door open for submittal of contracts with revised non-modifiable terms via Advice Letter, and effectively shuts the door by essentially instructing the Energy Division to reject such Advice Letters. This chilling effect of this latter directive is exacerbated by the PD's caution that the Commission might eliminate the Advice Letter approach altogether if it is used "excessively or unreasonably." Because the standard for determining when an Advice Letter is inappropriate and an application is required provides little concrete guidance, a sense of what contracts are appropriate for submittal via Advice Letter can be developed only through trial and error. The Commission's warning, however, creates a strong disincentive to even explore the possibility of submitting a contract proposing a revision to a non-modifiable STC via Advice Letter. Thus, parties may forego the Advice Letter process and accept the resulting delay even in those instances use of the Advice Letter process is entirely appropriate.

In order to eliminate the internal conflict in the PD and to diminish the potential harm of an overly-vague standard for determining when a contract proposing a revision to a non-modifiable STC must be submitted via application, the PD should be modified in the following respects: first, the PD should be revised to direct the Energy Division to

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See, id. at p. 29 ("We would generally be surprised if . . . change in one or more STCs did not raise a material issue of fact or law, or an important policy issue. If so, in most cases we would expect Energy Division to reject the advice letter, with the recommendation that the matter be submitted as an application").

Id. at pp. 36, Conclusion of Law #5.

provide guidance to parties prior to the filing of a contract for approval regarding whether or not a proposed revision to a non-modifiable term will necessitate filing of an application. Second, to the extent possible, the adopted decision should expressly identify revisions to non-modifiable STCs that would or would not trigger the application filing requirement. For example, the PD should be revised to expressly state that the following revisions to non-modifiable STCs will not require filing of an application: (i) deletion of provisions regarding SEP funds when no SEP funds will be sought; and (ii) adjustment of terms used in non-modifiable STC in order to conform to defined terms used elsewhere in the contract.

Finally, the Commission should remove the discussion in the PD that appears to prejudge the appropriateness of use of the advice letter process, or should at least qualify the discussion with the requested direction concerning what non-modifiable terms may be revised without creating a need for an application filing. With these revisions, the PD will achieve its aim of providing clear guidelines for to the parties concerning use of the Advice Letter process and establishing effective and efficient procedures for obtaining approval of RPS contracts.

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## V. CONCLUSION

For the reasons set forth above, SDG&E recommends adoption of the clarifications and modifications described herein and listed in Attachment A hereto.

Respectfully submitted this 11<sup>th</sup> day of June, 2007.

/s/ Aimee M. Smith

AIMEE M. SMITH 101 Ash Street, HQ-12 San Diego, California 92101 Telephone: (619) 699-5042

Facsimile: (619) 699-5027 amsmith@sempra.com

Attorney for SAN DIEGO GAS & ELECTRIC COMPANY

#### **ATTACHMENT A**

#### **Proposed Conclusions of Law:**

- 2. An LSE may propose **generic (i.e., applicable to all future RPS contracts)** changes to STCs (either the "starting" language for a STC that may be modified, or the language of a non-modifiable STC) in any reasonable forum, with certain forums preferred and expected to be used (e.g., petition for modification, comments on Scoping Memo issue regarding STCs), but in any forum at least two things are necessary (i.e., (i) clear identification of STC at issue, concrete proposal, support for change and (ii) notice and opportunity to comment, with consideration of whether the result applies to one, some or all LSEs).
- 5. Each RPS contract (whether the result of an RPS solicitation, bilateral negotiation or an all-source solicitation) may be submitted for Commission consideration by AL, but Energy Division should reject ALs that present a material issue of fact or law, a material issue relative to public policy or the public interest, or otherwise present an issue which justifies further scrutiny which is not addressed best using the AL process. The Energy Division shall, upon request, provide guidance to the parties prior to the filing of a contract for approval regarding whether a proposed revision to a non-modifiable term necessitates filing of an application

- 6. Parties may agree to a change in an otherwise non-modifiable STC in an individual contract and submit the contract by AL for Commission consideration, but such cases should be limited and should be the exception, not the rule. Where the AL process is not appropriate, parties may submit such contracts for approval via the application process.
- \_\_\_. The following revisions to non-modifiable STCs will not require filing of an application: (i) deletion of provisions regarding SEP funds when no SEP funds will be sought; and (ii) adjustment of terms used in non-modifiable STC in order to conform to defined terms used elsewhere in the contract.

**CERTIFICATE OF SERVICE** 

I hereby certify that a copy of SAN DIEGO GAS & ELECTRIC COMPANY

(U 902 E) COMMENTS ON PROPOSED DECISION REGARDING PETITION

FOR MODIFICATION OF DECISION 04-06-014 has been electronically mailed to

each party of record of the service list in R.04-04-026. Any party on the service list who

has not provided an electronic mail address was served by placing copies in properly

addressed and sealed envelopes and by depositing such envelopes in the United States

Mail with first-class postage prepaid.

Copies were also sent via Federal Express to Administrative Law Judges

Anne E. Simon and Burton Mattson and Commissioner Michael R. Peevey.

Executed this 11<sup>th</sup> day of June, 2007 at San Diego, California.

/s/ Jenifer E. Nicola

Jenifer E. Nicola

### CALIFORNIA PUBLIC UTILITIES COMMISSION Service Lists

**Proceeding: R0404026 - PUC - OIR TO IMPLEME** 

Filer: CPUC List Name: LIST

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### **Appearance**

DANIEL V. GULINO
RIDGEWOOD POWER MANAGEMENT, LLC
947 LINWOOD AVENUE
RIDGEWOOD, NJ 07450

KEITH MC CREA
ATTORNEY AT LAW
SUTHERLAND, ASBILL & BRENNAN
1275 PENNSYLVANIA AVENUE, NW
WASHINGTON, DC 20004-2415

CAROL A. SMOOTS
PERKINS COIE LLP
607 FOURTEENTH STREET, NW, SUITE 800
WASHINGTON, DC 20005

RHONE RESCH
SOLAR ENERGY INDUSTRIES ASSOCIATION
805 FIFTEENTH STREET, N.W., SUITE 510
WASHINGTON, DC 20005

GARSON KNAPP
FPL ENERGY, LLC
770 UNIVERSE BLVD.
JUNO BEACH, FL 33408

DAVID SAUL COO SOLEL, INC. 701 NORTH GREEN VALLEY PKY, STE 200 HENDERSON, NV 89074

DAVID L. HUARD ATTORNEY AT LAW MANATT, PHELPS & PHILLIPS, LLP 11355 WEST OLYMPIC BOULEVARD LOS ANGELES, CA 90064 RANDALL W. KEEN
ATTORNEY AT LAW
MANATT PHELPS & PHILLIPS, LLP
11355 WEST OLYMPIC BLVD.
LOS ANGELES, CA 90064

DANIEL W. DOUGLASS
ATTORNEY AT LAW
DOUGLASS & LIDDELL
21700 OXNARD STREET, SUITE 1030
WOODLAND HILLS, CA 91367

GREGORY S. G. KLATT
DOUGLASS & LIDDELL
21700 OXNARD STREET, SUITE 1030
WOODLAND HILLS, CA 91367-8102

CATHY KARLSTAD

AIMEE M. SMITH

SOUTHERN CALIFORNIA EDISON COMPANY 2244 WALNUT GROVE AVE. ROSEMEAD, CA 91770

ATTORNEY AT LAW SEMPRA ENERGY 101 ASH STREET HQ13 SAN DIEGO, CA 92101

FREDERICK M. ORTLIEB
OFFICE OF CITY ATTORNEY
CITY OF SAN DIEGO
1200 THIRD AVENUE, SUITE 1100
SAN DIEGO, CA 92101

THEODORE ROBERTS
ATTORNEY AT LAW
SEMPRA GLOBAL
101 ASH STREET, HQ 13D
SAN DIEGO, CA 92101—3017 FREDERICK M. ORTLIEB

GLORIA BRITTON
ANZA ELECTRIC COOPERATIVE, INC.
58470 HWY 371
PO BOX 391909
ANZA, CA 92539

TAMLYN M. HUNT
ENERGY PROGRAM DIRECTOR
COMMUNITY ENVIRONMENTAL COUNCIL
26 W. ANAPAMU ST., 2/F
SANTA BARBARA, CA 93101

JOSEPH LANGENBERG
CENTRAL CALIFORNIA POWER
949 EAST ANNADALE AVE., A210
FRESNO, CA 93706

DAVID ORTH
KINGS RIVER CONSERVATION DISTRICT
4886 EAST JENSEN AVENUE
FRESNO, CA 93725

JANE H. TURNBULL

LEAGUE OF WOMEN VOTERS OF CALIFORNIA
64 LOS ALTOS SQUARE
LOS ALTOS, CA 94022

JANIS C. PEPPER
CLEAN POWER MARKETS, INC.
PO BOX 3206
LOS ALTOS, CA 94024

BILLY BLATTNER

SAN DIEGO GAS & ELECTRIC COMPANY

601 VAN NESS AVENUE, SUITE 2060

SAN FRANCISCO, CA 94102

MATTHEW FREEDERS

ATTORNEY AT LAW

THE UTILITY REFORM NETWORK

711 VAN NESS AVENUE, SUITE 350

SAN FRANCISCO, CA 94102

STEPHEN A.S. MORRISON

ATTORNEY AT LAW

CITY AND COUNTY OF SAN FRANCISCO

1 DR. CARLTON B. GOODLETT PLACE, RM 234

SAN FRANCISCO, CA 94102

SAN FRANCISCO, CA 94102

SAN FRANCISCO, CA 94102-3214

SAN FRANCISCO, CA 94102-3214

ROD AOKI
ATTORNEY AT LAW
ALCANTAR & KAHL, LLP
120 MONTGOMERY STREET, SUITE 2200
SAN FRANCISCO, CA 94104

EVELYN C. LEE
ATTORNEY AT LAW
PACIFIC GAS AND ELECTRIC COMPANY
77 BEALE STREET, MAIL DROP 30A
SAN FRANCISCO, CA 94105

WILLIAM H. CHEN WILLIAM H. CHEN

CONSTELLATION NEW ENERGY, INC.

SPEAR TOWER, 36TH FLOOR

JP ROSS

DEPUTY DIRECTOR

THE VOTE SOLAR INITIATIVE

JP ROSS

ONE MARKET STREET SAN FRANCISCO, CA 94105

300 BRANNAN STREET, SUITE 609 SAN FRANCISCO, CA 94107

BRIAN CRAGG ATTORNEY AT LAW GOODIN, MAC BRIDE, SQUERI, RITCHIE & DAY
505 SANSOME STREET, SUITE 900
SAN FRANCISCO, CA 94111
GOODIN MACBRIDE SQUERI DAY & LAMPREY
505 SANSOME STREET, SUITE 900
SAN FRANCISCO, CA 94111

JAMES D. SQUERI ATTORNEY AT LAW

JOSEPH M. KARP

SARA STECK MYERS JOSEPH M. KARP

ATTORNEY AT LAW

WINSTON & STRAWN LLP

101 CALIFORNIA STREET

SAN FRANCISCO, CA 94111-5802

SAN FRANCISCO, CA 94121

ARNO HARRIS

RECURRENT ENERGY, INC.

220 HALLECK ST., SUITE 220

SAN FRANCISCO, CA 94129

GABE PETLIN

3 PHASES ENERGY SERVICES

PRESIDIO OF SAN FRANCISCO

6 FUNSTON AVENUE

SAN FRANCISCO, CA 94129 SAN FRANCISCO, CA 94129

JANICE G. HAMRIN CENTER FOR RESOURCE SOLUTIONS PRESIDIO BUILDING 97 PO BOX 29512 SAN FRANCISCO, CA 94129

JENNIFER CHAMBERLIN STRATEGIC ENERGY, LLC 2633 WELLINGTON CT. CLYDE, CA 94520

JOHN DUTCHER VICE PRESIDENT - REGULATORY AFFAIRS MOUNTAIN UTILITIES 3210 CORTE VALENCIA FAIRFIELD, CA 94534-7875

JACK PIGOTT GEN 3 SOLAR, INC. 31302 HUNTSWOOD AVENUE HAYWARD, CA 94544

WILLIAM H. BOOTH ATTORNEY AT LAW
LAW OFFICE OF WILLIAM H. BOOTH
CALPINE CORPORATION
3875 HOPYARD ROAD, SUITE 345
WALNUT CREEK, CA 94556
PLEASANTON, CA 94588 ATTORNEY AT LAW

LINDA Y. SHERIF ATTORNEY AT LAW

GREGG MORRIS GREEN POWER INSTITUTE 2039 SHATTUCK AVE., SUITE 402 BERKELEY, CA 94704

JOHN GALLOWAY
UNION OF CONCERNED SCIENTISTS
2397 SHATTUCK AVENUE, SUITE 203
BERKELEY, CA 94704

NANCY RADER CALIFORNIA WIND ENERGY ASSOCIATION 2560 NINTH STREET, SUITE 213A BERKELEY, CA 94710

R. THOMAS BEACH PRINCIPAL CONSULTANT CROSSBORDER ENERGY 2560 NINTH STREET, SUITE 316 BERKELEY, CA 94710

L. JAN REID
COAST ECONOMIC CONSULTING
3185 GROSS ROAD
SANTA CRUZ, CA 95062

MEGAN MACNEIL MYERS
ATTORNEY AT LAW
LAW OFFICES OF MEGAN MACNEIL MYERS
PO BOX 638
LAKEPORT, CA 95453

JOHN R. REDDING
ARCTURUS ENERGY CONSULTING
44810 ROSEWOOD TERRACE
MENDOCINO, CA 95460

JAMES WEIL
DIRECTOR
AGLET CONSUMER ALLIANCE
PO BOX 37
COOL, CA 95614

JUDITH SANDERS
CALIFORNIA ISO
151 BLUE RAVINE ROAD
FOLSOM, CA 95630

JOHN DALESSI
NAVIGANT CONSULTING, INC.
3100 ZINFANDEL DRIVE, SUITE 600
RANCHO CORDOVA, CA 95670-6078

ANDREW B. BROWN
ATTORNEY AT LAW
ELLISON, SCHNEIDER & HARRIS, LLP
2015 H STREET
SACRAMENTO, CA 95814

DAN L. CARROLL
ATTORNEY AT LAW
DOWNEY BRAND, LLP
555 CAPITOL MALL, 10TH FLOOR
SACRAMENTO, CA 95814

JAN MCFARLAND
AMERICANS FOR SOLAR POWER
1100 11TH STREET, SUITE 323
SACRAMENTO, CA 95814

STEVEN KELLY INDEPENDENT ENERGY PRODUCERS ASSN 1215 K STREET, SUITE 900 SACRAMENTO, CA 95814

JESSICA NELSON
PLUMAS-SIERRA RURAL ELECTRIC CO-OP
73233 STATE ROUTE 70, STE A
PORTOLA, CA 96122-7064

RYAN FLYN PACIFICORP 825 NE MULTNOMAH STREET PORTLAND, OR 97232

KAREN MCDONALD
POWEREX CORPORATION
1400,
666 BURRAND STREET
VANCOUVER, BC V6C 2X8
CANADA

## **Information Only**

JACLYN MARKS 29 GARDEN ST., 507 CAMBRIDGE, MA 02138 WILLIAM P. SHORT RIDGEWOOD POWER MANAGEMENT, LLC 947 LINWOOD AVENUE RIDGEWOOD, NJ 07450

ROGER BERLINER ATTORNEY AT LAW BERLINER LAW PLLC 1747 PENNSYLVANIA AVE. N.W., STE 825

3808 ALTON PLACE NW WASHINGTON, DC 20006

WASHINGTON, DC 20016

CHRISTOPHER O'BRIEN SHARP SOLAR VP STRATEGY AND GOVERNMENT RELATIONS

VENKAT SURAVARAPU VENKAT SUKAVARAL ASSOCIATES DIRECTOR

CAMBRIDGE ENERGY RESEARCH ASSOCIATES
SUITE 310

1150 CONNECTICUT AVENUE NW, STE. 201
5565 STERRETT PLACE
COLUMBIA, MD 21044 VENKAT SURAVARAPU ASSOCIATES DIRECTOR

KEVIN PORTER EXETER ASSOCIATES, INC.

TODD JAFFE ENERGY BUSINESS BROKERS AND CONSULTANTS MIDAMERICAN ENERGY HOLDINGS COMPANY 3420 KEYSER ROAD 106 EAST SECOND STREET BALTIMORE, MD 21208 DAVENPORT, IA 52801

CATHY S. WOOLLUMS

MARY COLLINS POLICY ADVISOR TO COMMISSIONER LIEBERMAN BLACK & BEATCH GLOBAL RENEWABLE ENERGY ILLINOIS COMMERCE COMMISSION RENEWABLE ENERGY CONSULTANT 160 NORTH LASALLE STREET, STE. C-800 11401 LAMAR CHICAGO, IL 60601 OVERLAND PARK, KS 66211

JASON ABIECUNAS

RYAN PLETKA RENEWABLE ENERGY PROJECT MANAGER BLACK & VEATCH 11401 LAMAR OVERLAND PARK, KS 66211

JONATHAN JACOBS PA CONSULTING GROUP 390 INTERLOCKEN CRESCENT, SUITE 410 BROOMFIELD, CO 80021

KEVIN J. SIMONSEN

ENERGY MANAGEMENT SERVICES

646 EAST THIRD AVENUE

CO 81301

PHOENIX, AZ 85004

CHRISTOPHER HILEN ASSISTANT GENERAL COUNSEL
SIERRA PACIFIC POWER COMPANY 6100 NEIL ROAD RENO, NV 89511

ELENA MELLO SIERRA PACIFIC POWER COMPANY 6100 NEIL RD. RENO, NV 89511

ELENA MELLO SIERRA PACIFIC POWER COMPANY 6100 NEIL ROAD RENO, NV 89520

JOE GRECO CAITHNESS OPERATING COMPANY 9590 PROTOTYPE COURT, SUITE 200 RENO, NV 89521

HUGH YAO RASHA PRINCE
SOUTHERN CALIFORNIA GAS COMPANY SAN DIEGO GAS & ELECTRIC
555 W. 5TH ST, GT22G2 555 WEST 5TH STREET, GT14D6
LOS ANGELES, CA 90013 LOS ANGELES, CA 90013

STEVE CHADIMA

ENERGY INNOVATIONS, INC.

130 WEST UNION STREET

PASADENA, CA 91103

TOM HAMILION

MANAGING PARTNER

ENERGY CONCIERGE SERVICES

321 MESA LILA RD

GLENDALE, CA 91208

JACK MCNAMARA ATTORNEY AT LAW MACK ENERGY COMPANY PO BOX 1380 AGOURA HILLS, CA 91376-1380

CASE ADMINISTRATION SOUTHERN CALIFORNIA EDISON COMPANY 2244 WALNUT GROVE AVENUE ROSEMEAD, CA 91770

FRANK W. HARRIS

REGULATORY ECONOMIST

SOUTHERN CALIFORNIA EDISON

SOUTHERN CALIFORNIA EDISON

2244 WALNUT GROVE AVENUE

ROSEMEAD, CA 91770 ROSEMEAD, CA 91770

JAMES B. WOODRUFF JAMES B. WOODRUFF LIZBETH MCDANNEL SOUTHERN CALIFORNIA EDISON COMPANY 2244 WALNUT GROVE AVE., QUAD 4D 2244 WALNUT GROVE AVENUE, SUITE 342, GO1 ROSEMEAD, CA 91770 ROSEMEAD, CA 91770

SAN DIEGO, CA 92101

ABBAS M. ABED

ASSOCIATE DIRECTOR

NAVIGANT CONSULTING, INC.

402 WEST BROADWAY, SUITE 400

LINDA WRAZEN

SEMPRA ENERGY REGULATORY AFFAIRS

101 ASH STREET, HQ16C

SAN DIEGO, CA 92101

THOMAS P. CORR

SEMPRA ENERGY GLOBAL ENTERPRISES

101 ASH STREET, HQ16C

2928 2ND AVENUE

SAN DIEGO, CA 92103

SCOTT J. ANDERS

RESEARCH/ADMINISTRATIVE DIRECTOR

UNIVERSITY OF SAN DIEGO SCHOOL OF LAW

5998 ALCALA PARK

SAN DIEGO, CA 92121 SAN DIEGO, CA 92110

CENTRAL FILES

CHARLES MANZUK SAN DIEGO GAS & ELECTRIC

8330 CENTURY PARK COURT, CP31E

SAN DIEGO, CA 92123

CHARLES MANZUR

SAN DIEGO GAS & ELECTRIC

8330 CENTURY PARK COURT, CP 32D

SAN DIEGO, CA 92123

SUSAN FREEDMAN

DESPINA NIEHAUS SAN DIEGO REGIONAL ENERGY OFFICE

SAN DIEGO GAS AND ELECTRIC COMPANY
8520 TECH WAY, SUITE 110

8330 CENTURY PARK COURT, CP32H
SAN DIEGO, CA 92123

SAN DIEGO, CA 92123-1530

JOHN W. LESLIE ATTORNEY AT LAW 15615 ALTON PARKWAY LUCE, FORWARD, HAMILTON & SCRIPPS, LLP IRVINE, CA 92618 11988 EL CAMINO REAL, SUITE 200 SAN DIEGO, CA 92130-2592

MWIRIGI IMUNGI

CARL STEEN

JUDE LEBLANC BAKER & HOSTETLER LLP
600 ANTON BLVD., SUITE 900
COSTA MESA, CA 92626

DUDE LEBLANC
BAKER & HOSTETLER LLP
600 ANTON BLVD., SUITE 900
COSTA MESA, CA 92626

DAVID OLSEN

IMPERIAL VALLEY STUDY GROUP

3804 PACIFIC COAST HIGHWAY

VENTURA, CA 93001

HAROLD M. ROFAROUTIZ

OAK CREEK ENERGY SYSTEMS, INC.

14633 WILLOW SPRINGS ROAD

MOJAVE, CA 93501

MARC D. JOSEPH

ATTORNEY AT LAW

ADAMS, BROADWELL, JOSEPH & CARDOZO

601 GATEWAY BLVD., STE. 1000

SOUTH SAN FRANCISCO, CA 94080

DIANE I. FELLMAN

ATTORNEY AT LAW

SAN FRANCISCO, CA 94102

DAN ADLER DIRECTOR, TECH AND POLICY DEVELOPMENT
CALIFORNIA CLEAN ENERGY FUND
5 THIRD STREET, SUITE 1125
SAN FRANCISCO, CA 94103
SITURD STAND SAN FRANCISCO, CA 94103
SITURD STREET, SUITE 1125
SAN FRANCISCO, CA 94103

MICHAEL A. HYAMS

DEVRA WANG

NATURAL RESOURCES DEFENSE COUNCIL

111 SUTTER STREET, 20TH FLOOR

SAN FRANCISCO, CA 94104

DOUGLAS E. COVER

ENVIRONMENTAL SCIENCE ASSOCIATES

225 BUSH STREET, SUITE 1700

SAN FRANCISCO, CA 94104

KAREN TERRANOVA

SETH D. HILTON

ALCANTAR & KAHL, LLP 120 MONTGOMERY STREET, STE 2200 111 SUTTER ST., SUITE 700 SAN FRANCISCO, CA 94104 SAN FRANCISCO, CA 94104

STOEL RIVES

SNULLER PRICE ENERGY AND ENVIRONMENTAL ECONOMICS FREEMAN, SULLIVAN & CO. 101 MONTGOMERY, SUITE 1600 100 SPEAR ST., 17/F SAN FRANCISCO, CA 94104 SAN FRANCISCO, CA 94105

CHRIS ANN DICKERSON, PHD

DEBORAH BROCKETT CONSULTANT ONE MARKET STREET SAN FRANCISCO, CA 94105

ED LUCHA PACIFIC GAS AND ELECTRIC COMPANY CONSULTANT PACIFIC GAS AND ELECTRIC COMPAN NAVIGANT CONSULTING, INC. 77 BEALE STREET, MAIL CODE B9A SPEAR STREE TOWER, SUITE 1200 SAN FRANCISCO, CA 94105

JASON YAN

LENNY HOCHSCHILD PACIFIC GAS AND ELECTRIC COMPANY

77 BEALE STREET, MAIL CODE B13L

SAN FRANCISCO, CA 94105

EVOLUTION MARKETS, LLC
RENEWABLE ENERGY MARKETS
425 MARKET STREET, SUITE 2200
SAN FRANCISCO, CA 94105

NIELS KJELLUND

JON WELNER PACIFIC GAS AND ELECTRIC COMPANY
77 BEALE STREET, MAIL CODE B9A
SAN FRANCISCO, CA 94105-1814

JON WELNER
PAUL HASTINGS JANOFSKY & WALKER LLP
55 SECOND STREET, 24TH FLOOR
SAN FRANCISCO, CA 94105-3441

JUDY PAU CALIFORNIA ENERGY MARKETS

DAVIS WRIGHT TREMAINE LLP
517-B POTRERO AVE.

SAN FRANCISCO, CA 94110-1431

SAN FRANCISCO, CA 94111-6533

ROBERT B. GEX
ATTORNEY AT LAW,
DAVIS WRIGHT TREMAINE LLP
505 MONTGOMERY STREET, SUITE 800 SAN FRANCISCO, CA 94111-6533

STANDISH O'GRADY FRIENDS OF KIRKWOOD ASSOCIATION 31 PARKER AVENUE SAN FRANCISCO, CA 94118

LAW DEPARTMENT FILE ROOM

GRACE LIVINGSTON-NUNLEY
PACIFIC GAS AND ELECTRIC COMPANY

ASSISTANT PROJECT MANAGER

PACIFIC CAS AND ELECTRIC ( PO BOX 7442

PACIFIC GAS AND ELECTRIC COMPANY SAN FRANCISCO, CA 94120-7442 PO BOX 770000 MAIL CODE B9A SAN FRANCISCO, CA 94177

NINA BUBNOVA CASE MANAGER PACIFIC GAS AND ELECTRIC COMPANY

VALERIE J. WINN PACIFIC GAS AND ELECTRIC COMPANY PO BOX 770000, B9A

PO BOX 770000, MAIL CODE B9A SAN FRANCISCO, CA 94177

SAN FRANCISCO, CA 94177-0001

ROBIN J. WALTHER 1380 OAK CREEK DRIVE, NO. 316 PALO ALTO, CA 94304-2016

NICOLAS PROCOS ALAMEDA POWER & TELECOM 2000 GRAND STREET ALAMEDA, CA 94501-0263

KEITH WHITE 931 CONTRA COSTA DRIVE EL CERRITO, CA 94530

ANDREW J. VAN HORN VAN HORN CONSULTING 12 LIND COURT ORINDA, CA 94563

PATRICIA THOMPSON

SUMMIT BLUE CONSULTING

2920 CAMINO DIABLO, SUITE 210

WALNUT CREEK, CA 94597

WALNUT CREEK, CA 94597

WALNUT CREEK, CA 94598-3535

RAMONA GONZALEZ EAST BAY MUNICIPAL UTILITY DISTRICT MRW & ASSOCIATES, INC. 375 ELEVENTH STREET, M/S NO. 205 1814 FRANKLIN STREET, SUITE 720 OAKLAND, CA 94607

OAKLAND, CA 94612

BARRY H. EPSTEIN FITZGERALD, ABBOTT & BEARDSLEY, LLP
1221 BROADWAY, 21ST FLOOR OAKLAND, CA 94612

REED V. SCHMIDT BARTLE WELLS ASSOCIATES 1889 ALCATRAZ AVENUE BERKELEY, CA 94703-2714

CLIFF CHEN CLIFF CHEN
UNION OF CONCERNED SCIENTIST
2397 SHATTUCK AVENUE, STE 203 BERKELEY, CA 94704

JANICE LIN MANAGING PARTNER STRATEGEN CONSULTING LLC 146 VICENTE ROAD BERKELEY, CA 94705

RYAN WISER BERKELEY LAB MS-90-4000 ONE CYCLOTRON ROAD BERKELEY, CA 94720

DEREK DENNISTON THE DENNISTON GROUP, LLC 101 BELLA VISTA AVE BELVEDERE, CA 94920

LYNN M. ALEXANDER LMA CONSULTING 129 REDWOOD AVENUE CORTE MADERA, CA 94925

CARL PECHMAN POWER ECONOMICS 901 CENTER STREET SANTA CRUZ, CA 95060

KENNY SWAIN POWER ECONOMICS
901 CENTER STREET
CANUAL CRITE CA 95060 SANTA CRUZ, CA 95060

C. SUSIE BERLIN MCCARTHY & BERLIN LLP 100 PARK CENTER PLAZA, STE. 501 SAN JOSE, CA 95113

DAVID OLIVARES

ELECTRIC RESOURCE

MODESTO IRRIGATION DISTRICT

BARKOVICH & YAP, INC.

44810 ROSEWOOD TERRACE

MENDOCINO, CA 95460 MODESTO, CA 95352

RICHARD MCCANN M.CUBED 2655 PORTAGE BAY ROAD, SUITE 3 DAVIS, CA 95616

DAVID MORSE 1411 W, COVELL BLVD., SUITE 106-292 DAVIS, CA 95616-5934

CAROLYN KEHREIN ENERGY MANAGEMENT SERVICES 1505 DUNLAP COURT DIXON, CA 95620-4208

LEGAL AND REGULATORY DEPARTMENT CALIFORNIA ISO 151 BLUE RAVINE ROAD FOLSOM, CA 95630

GRANT A. ROSENBLUM STAFF COUNSEL CALIFORNIA ISO 151 BLUE RAVINE ROAD FOLSOM, CA 95630

FEDERAL ENERGY REGULATORY COMM: 110 BLUE RAVINE RD., SUITE 107 FOLSOM, CA 95630 SAEED FARROKHPAY FEDERAL ENERGY REGULATORY COMMISSION

ERIN RANSLOW

NAVIGANT CONSULTING, INC.

3100 ZINFANDEL DRIVE, SUITE 600
RANCHO CORDOVA, CA 95670-6078

LAURIE PARK

NAVIGANT CONSULTING, INC.

3100 ZINFANDEL DRIVE, SUITE 600

RANCHO CORDOVA, CA 95670-6078

KARLY MCCRORY

SOLAR DEVELOPMENT

2424 PROFESSIONAL DRIVE

3390 BEATTY DRIVE

EL DORADO HILLS, CA 95762

BRUCE MCLAUGHLIN
ATTORNEY AT LAW
BRAUN & BLAISING P.C.
915 L STREET, SUITE 1420 SACRAMENTO, CA 95814

DOUGLAS K. KERNER ATTORNEY AT LAW ELLISON, SCHNEIDER & HARRIS, LLP 2015 H STREET SACRAMENTO, CA 95814 KEVIN WOODRUFF

WOODRUFF EXPERT SERVICES, INC.

ATTORNEY AT LAW

BRAUN & BLAISING, P.C.

SACRAMENTO, CA 95814

SACRAMENTO, CA 95814 SCOTT BLAISING SACRAMENTO, CA 95814

WILLIAM W. WESTERFIELD III SACRAMENTO, CA 95814

ROB ROTH ATTORNEY AT LAW SACRAMENTO MUNICIPAL UTILITY DISTRICT ELLISON, SCHNEIDER & HARRIS LLP 6201 S STREET MS 75
2015 H STREET SACRAMENTO, CA 95817

VIKKI WOOD

SACRAMENTO MUNICIPAL UTILITY DISTRICT
6301 S STREET, MS A204
SACRAMENTO, CA 95817-1899

CAROL J. HURLOCK
CALIFORNIA DEPT. OF WATER RESOURCES
JOINT OPERATIONS CENTER
3310 EL CAMINO AVE. RM 300
SACRAMENTO, CA 95821

LEE TERRY CALIFORNIA DEPARTMENT OF WATER RESOURCES LINDH & ASSOCIATES 3310 EL CAMINO AVENUE SACRAMENTO, CA 95821

KAREN LINDH 7909 WALERGA ROAD, NO. 112, PMB 119 ANTELOPE, CA 95843

CATHIE ALLEN PACIFICORP 825 NE MULTNOMAH STREET, SUITE 2000 825 NE MULTNOMAH, PORTLAND, OR 97232 PORTLAND, OR 97232

KYLE L. DAVIS PACIFICORP

DONALD SCHOENBECK RCS, INC. RCS, INC.

900 WASHINGTON STREET, SUITE 780

18109 SE 42ND STREET

VANCOUVER WA 98683 VANCOUVER, WA 98660

TIMOTHY CASTILLE LANDS ENERGY CONSULTING, INC. VANCOUVER, WA 98683

#### **State Service**

AARON J. JOHNSON CALIF PUBLIC UTILITIES COMMISSION DRA - ADMINISTRATIVE BRANCH ROOM 4202 505 VAN NESS AVENUE 505 VAN NESS AVENUE SAN FRANCISCO, CA 94102-3214 SAN FRANCISCO, CA 94102-3214

ANNE E. SIMON CALIF PUBLIC UTILITIES COMMISSION DIVISION OF ADMINISTRATIVE LAW JUDGES ROOM 5024

BRIAN D. SCHUMACHER CALIF PUBLIC UTILITIES COMMISSION ENERGY DIVISION AREA 4-A 505 VAN NESS AVENUE

BURTON MATTSON CALIF PUBLIC UTILITIES COMMISSION DIVISION OF ADMINISTRATIVE LAW JUDGES ROOM 5104 505 VAN NESS AVENUE

SAN FRANCISCO, CA 94102-3214

SAN FRANCISCO, CA 94102-3214

DONALD R. SMITH

CALIF PUBLIC UTILITIES COMMISSION

ELECTRICITY RESOURCES & PRICING BRANCH

ELLEN S. LEVINE

CALIF PUBLIC UTILITIES COMMISSION

LEGAL DIVISION DONALD R. SMITH ROOM 4209 505 VAN NESS AVENUE 505 VAN NESS AVENUE SAN FRANCISCO, CA 94102-3214

JANE WHANG CALIF PUBLIC UTILITIES COMMISSION LEGAL DIVISION ROOM 5029

JULIE HALLIGAN CALIF PUBLIC UTILITIES COMMISSION CALIF PUBLIC UTILITIES COMMISSION ROOM 2203 505 VAN NESS AVENUE SAN FRANCISCO, CA 94102-3214

NANCY RYAN CALIF PUBLIC UTILITIES COMMISSION EXECUTIVE DIVISION ROOM 5217 505 VAN NESS AVENUE 505 VAN NESS AVENUE 505 VAN NESS AVENUE SAN FRANCISCO, CA 94102-3214 SAN FRANCISCO, CA 94102-3214

NOEL OBIORA CALIF PUBLIC UTILITIES COMMISSION LEGAL DIVISION ROOM 4107 AREA 4-A
505 VAN NESS AVENUE 505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214 SAN FRANCISCO, CA 94102-3214

SHANNON EDDY CALIF PUBLIC UTILITIES COMMISSION CALIF PUBLIC UTILITIES COMMISSION EXECUTIVE DIVISION ROOM 4102 505 VAN NESS AVENUE

SUZANNE KOROSEC CALIFORNIA ENERGY COMMISSION MS-31 MS-311516 9TH STREET SACRAMENTO, CA 95184

CLARE LAUFENBER GALLARDO
CALIFORNIA ENERGY COMMISSION
1516 NINTH STREET, MS-46 SACRAMENTO, CA 95814

ELLEN S. LEVINE ROOM 5028

JULIE A. FITCH CALIF PUBLIC UTILITIES COMMISSION DIVISION OF STRATEGIC PLANNING ROOM 5029

SON TRANCISCO, CA 94102-3214

ROOM 5119

SON FRANCISCO, CA 94102-3214

ROOM 5119

SON FRANCISCO, CA 94102-3214

MARK R. LOY CONSUMER PROTECTION AND SAFETY DIVISION ENERGY COST OF SERVICE & NATURAL GAS BRA ROOM 4205 505 VAN NESS AVENUE SAN FRANCISCO, CA 94102-3214

> NILGUN ATAMTURK CALIF PUBLIC UTILITIES COMMISSION EXECUTIVE DIVISION ROOM 5303

PAUL DOUGLAS CALIF PUBLIC UTILITIES COMMISSION ENERGY RESOURCES BRANCH

SUSANNAH CHURCHILL ENERGY RESOURCES BRANCH AREA 4-A 505 VAN NESS AVENUE 505 VAN NESS AVENUE SAN FRANCISCO, CA 94102-3214 SAN FRANCISCO, CA 94102-3214

> JAMES MCMAHON SENIOR ENGAGEMENT MANAGER NAVIGANT CONSULTING, INC. 3100 ZINFANDEL DRIVE, SUITE 600 RANCHO CORDOVA, CA 95670-6078

HEATHER RAITT CALIFORNIA ENERGY COMMISSION 1516 9TH STREET, MS 45 SACRAMENTO, CA 95814

KATE ZOCCHETTI

CALIFORNIA ENERGY COMMISSION
1516 9TH STREET, MS-45
SACRAMENTO, CA 95814

MARC PRYOR
CALIFORNIA ENERGY COMMISSION
1516 9TH ST, MS 20
SACRAMENTO, CA 95814

ROSS MILLER
CALIFORNIA ENERGY COMMISSION
1516 9TH STREET
SACRAMENTO, CA 95814

THOMAS FLYNN
CALIF PUBLIC UTILITIES COMMISSION
ENERGY RESOURCES BRANCH
770 L STREET, SUITE 1050
SACRAMENTO, CA 95814

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